

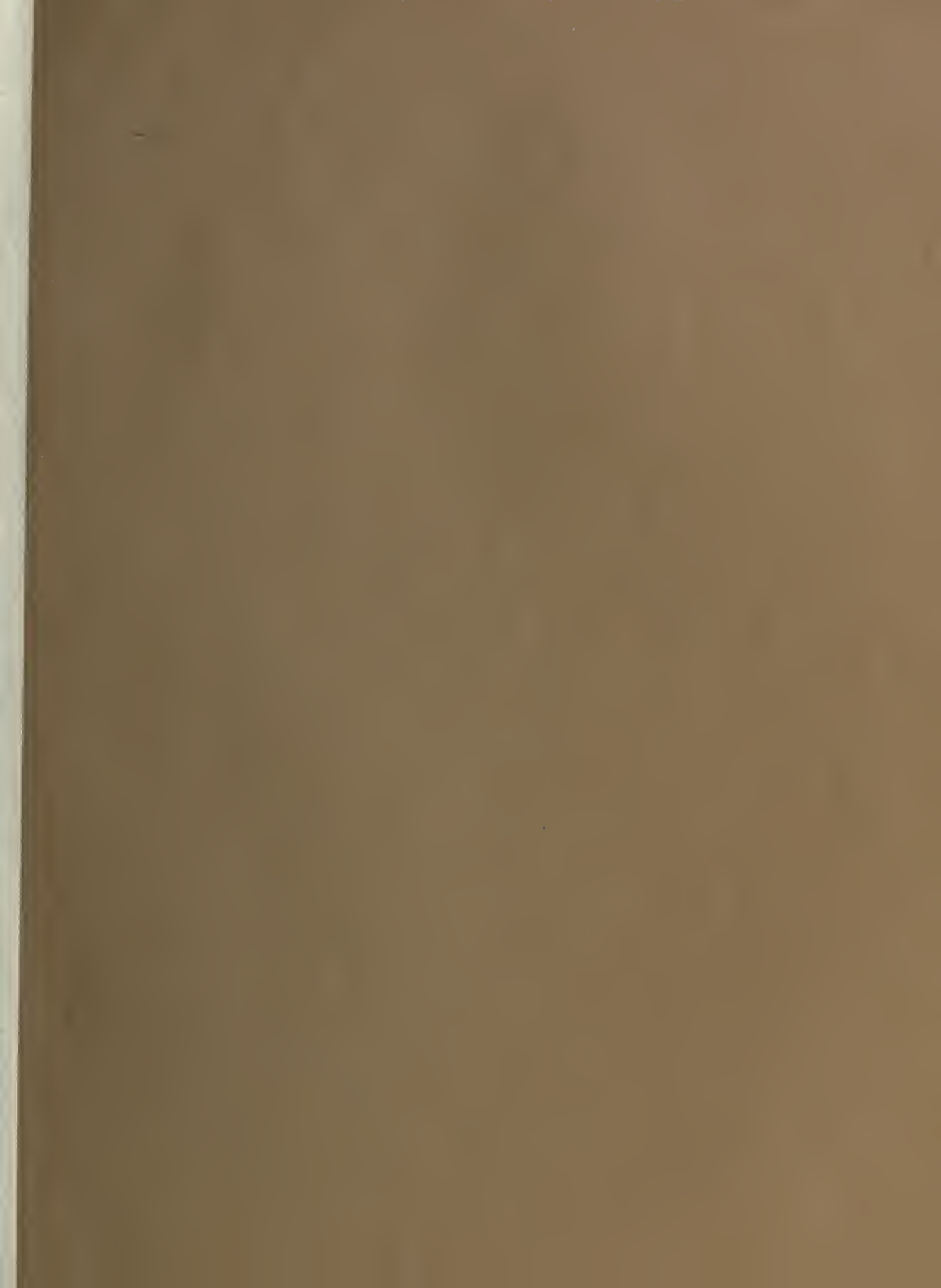
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SOUTH AUSTRALIA---SOLDIERS SETTLEMENTS.

Repatriation in Relation to the Establishment of New Industries for Returned Soldiers, and the Town Planning Problems Connected Therewith.

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INTRODUCTORY.

The repatriation of Australian soldiers generally is a work concomitant with the war itself, and second only in importance to the task which this Commonwealth has set herself in aiding the Allied Nations to defeat the menace of Prussian militarism. Apart from any obligation due to returned soldiers, it is generally recognised that in the best interests of the nation their satisfactory re-establishment in civil life is of paramount concern. Without a well-defined scheme which will deal effectively with the subject in all its aspects, it is patent that little but chaos will result in the social and industrial realms when attempt is made to absorb such a large body of men, which will contain individuals in every conceivable condition of physical capacity, financial standing, and civilian ability. Indeed, a considerable number will present in themselves problems for separate consideration, and therefore any scheme should possess the quality of elasticity in order to provide for any unit which cannot be comprehended within the four corners of a uniform arrangement.

The underlying principle of repatriation should, in its broader application, correspond with that which actuated the raising of contributions towards the many voluntary patriotic funds—viz., the relief of hardship and distress occasioned by the war, which, in effect, means that the dependents of men who have enlisted in defence of their homes and freedom shall not have their positions in life impaired to the extent of needless suffering in consequence of the sacrifice which is involved.

In regard to repatriation, the onus is on the State to ensure, so far as possible, to our returned and returning soldiers, a position in civil life equal at least to that occupied prior to their joining the military forces. All suggestion of compensation should be rigidly eschewed. It is fully realised that no man can be adequately compensated for having braved or suffered the dangers of the battlefield, in his country's behalf, and it is not supposed that the men who enlisted in the true spirit of patriotism look for such compensation: but it is feared that an impression of this nature has already gained ground in some quarters, to the detriment of the effective handling of the problem.

INITIAL OPERATIONS.

The first definite move in connection with repatriation was made in April, 1916, with the launching of the AUSTRALIAN SOLDIERS' REPATRIATION FUND, and the various State War Councils were charged with the duty of administering the fund in their respective States.

With the proclamation of the Australian Soldiers' Repatriation Act, on April 8th, 1918, certain work passed to the control of the Commonwealth Repatriation Department, and a new set of regulations, covering precise conditions of assistance, was put into operation.

In this paper it is not proposed to deal with the Commonwealth scheme, but rather to treat with matters which are outside the Federal sphere. The purview of the paper will cover two main divisions—namely, "Work Already Accomplished," and "Proposals for the Future."

Division 1---WORK ALREADY ACCOMPLISHED.

LAND SETTLEMENT.

The settlement of returned soldiers on the land is, in the nature of things, a phase of repatriation which devolves upon the State Governments, and as Australia is essentially a primary producing country, offering considerable scope for the practice of agriculture, land settlement doubtless will form a large part of the State's activities. It is obvious that the settlement of some thousands of families in rural occupations is pregnant with immense possibilities to the State. Under peace conditions it would be unlikely that any State would venture on so bold a policy without the most mature consideration—for the scheme is fraught with difficulties, which will tax all the ingenuity of the authorities to surmount. The exigencies of prevailing conditions, however, have demanded prompt action, but it is not too late for the various Governments to benefit from past experience.

It is now over two years since the first steps were made in South Australia to settle returned soldiers on the land. In March, 1916, a training farm was established at Pompoota, to equip with the necessary knowledge those who lacked experience in agricultural practice, but who desired to engage in dairying, pig breeding, poultry raising, or fruit growing on the reclaimed and irrigated lands along the Murray. Some months later an estate of 44,750 acres was acquired by the Government at Mount Remarkable (180 miles north of Adelaide), and a training farm provided thereon for the instruction of those soldiers desirous of taking up wheat growing and stock raising on their own

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account. The training farm system was adopted because of the obvious advantages it offers. In the first place, it gives the soldier an opportunity, before committing himself financially, of ascertaining whether agricultural work is congenial to him. It also tests whether his health will stand the work, for it must be borne in mind that practically all the men discharged from the Army have been wounded or have broken down in health, and it is this class of man which, until the conclusion of the war, will be coming forward for assistance. Finally, the system enables the authorities to determine the chances of a trainee to become a successful farmer.

BOARD OF MANAGEMENT.

In South Australia the Government has appointed a special Committee, known as the Land Settlement Advisory Committee, to take charge of the work of settling returned soldiers on the land. This Committee consists of the Hon. Minister of Repatriation (Chairman), two members of the Legislature, who are practical farmers, representatives of the State War Council and Returned Sailors' and Soldiers' Imperial League, the Director of Agriculture, the Superintendent of Soldier Settlements, the Director of Irrigation, and the Secretary, Minister of Agriculture. The Committee is also general advisor to the Government on all matters connected with the land settlement of soldiers. Whilst the Committee exercises general supervision, matters of detail in connection with the Training Farms are left in the hands of the responsible officers.

PROCEDURE WITH RETURNED SOLDIERS APPLYING FOR LAND.

On the returned soldier intimating at the Returned Soldiers' Registration Bureau that he is desirous of settling on the land, the clerk in charge endeavours to ascertain what particular line of farming the applicant prefers. If he has no special liking for any branch, the suitability of the different classes of land which are available is explained to him.

In order to avoid unnecessary loss, the Committee decided that no returned soldier should be recommended for land until they were satisfied that he possessed sufficient practical knowledge, and was sufficiently in earnest to have a reasonable prospect of making his farm a success. Unless, therefore, the applicant can satisfy the Committee of his practical experience, he is required to go through one of the two training farms established for that purpose. Each applicant is supplied with particulars of the conditions under which the training farms are worked, and also information as to the approximate position, areas, and value of blocks likely to be open for allotment in the near future.

At each of the training farms, single and married men are taken. The single men live in barracks, and the married men, so far as possible, are supplied with cottages containing two rooms and kitchen, and are allowed to hire, at a nominal rate, sufficient tents to provide any additional accommodation for their families, and certain furniture is provided.

When admitted to a farm, each trainee is given practical training under a capable manager, in every branch of the work it is proposed to ultimately take up. Whilst, generally speaking, no attempt is made to impart professional or theoretic training, the Government experts visit the training farms from time to time, and the men have the opportunity of attending occasional lectures and demonstrations given by them. Trainees who are unmarried are paid at the rate of 30/ per week, and receive free board and lodging. This sum includes full payment for necessary Saturday and Sunday tasks, in which all men, in due rotation, are called upon to take part. Married men, taking up residence on the farms with their families, are provided with a small residence, free of rent, and, in addition to the wage of 30/, are allowed up to £1 worth of stores weekly. Liberal provision is also made in respect to transit to farm, holidays, and sick leave. No trainee is allotted land until the manager reports that he has shown that he is in earnest in his desire to make a home on the land, and is capable of managing a farm. Naturally, a percentage of those who go to the training farm fail, for various reasons, to secure the manager's recommendation. Concerning the details of the conduct of the training farms, suffice it to say that every facility is afforded the men to "make good." Although discipline must be maintained, it is realised that special consideration must be shown to men who have spent any period under war conditions, and therefore the regulations are administered sympathetically. The social side of the men's lives has not been overlooked, and the provision of recreation halls and libraries has been a factor in producing contentment among the trainees. A primary school has been opened at Pompoota to meet the needs of the settlers' children, and it is at present attended by about forty scholars.

EXPERIENCED APPLICANTS.

In the case of men who claim to have had experience in farming, the Committee requires the production of testimonials from three practical men, who, from personal knowledge of the applicant's work, can certify that he is capable of making a success of the farm. When the Committee has accepted the evidence submitted, that the applicant is competent, he is given the opportunity of applying for any suitable land that is available; or, if the Department cannot offer anything at the moment, he may submit suitable offers of lands. Profiting by experience, no block is purchased for this class of settler unless the Committee is satisfied that in the event of the applicant not making a success of his work, there will be no difficulty in securing some other soldier to take it up. Before any land is recommended for purchase, it must be reported on by an Officer of the Department to be suitable for the purpose required, and valued by a competent valuator. When a block is allotted to an applicant, he is required to submit a requisition setting out his requirements. No expenditure can be incurred until authorised by the officers in charge of the work, and, with very few exceptions, the stock or plant is purchased and paid for by the Department.

Assistance is granted to men (approved by the Committee) holding land—

- (1) Direct from the Minister of Repatriation.
- (2) Crown Leases or Agreements.
- (3) Freehold property.
- (4) Private leasehold, with not less than three years to run.
- (5) Share farmers, provided the agreement is considered satisfactory.

Widows of deceased soldiers may also be assisted to secure land, but in such cases the Committee insists that the widow must have had previous experience.

So much for the procedure in regard to direct treatment of the applicant. It is now proposed to deal briefly with the general administration of the Land Settlement Scheme, and to quote certain statistics in relation thereto.

GENERAL ADMINISTRATION.

Between August, 1916, and March, 1918, the Government of South Australia purchased three estates, aggregating 51,740 acres, which have been all but wholly allotted to seventy returned soldiers. On these three estates local conditions may be described summarily as being favourable to a certain combination of wheat and sheep. The Mount Remarkable Estate, however, comprises several purely grazing blocks, representing excellent winter country in the plains, and good summer country in the hills. On the same estate, dairying could be practised with considerable advantage on several of the allotments. The Training Farm area comprises 4,572 acres, and it is proposed to retain the whole of this land for training purposes until such time as all returned soldiers desiring to settle on the land have been definitely dealt with.

In addition to the usual farm buildings and staff premises, there is housing accommodation for about 80 single men and 24 married men. This accommodation can be extended without difficulty from time to time, whenever circumstances appear to warrant it. Altogether, 156 men have been approved for enrolment at this farm, and at the time of writing, 87 have been allotted blocks, 18 have left, 41 are still in residence, and 10 are en route to the farm.

In March of this year, a further 29,000 acres was secured in the vicinity of Snowtown (150 miles north of Adelaide). One-third of the estate can be classed as good agricultural land, and the balance as first-class grazing country. It is estimated that this area will enable an additional 35 to 40 soldiers to be supplied with farms.

The Pompoota Training Farm is situated on the River Murray, on reclaimed swamp land, 14 miles from Murray Bridge, and contains 4231 acres. The number of trainees approved for enrolment totals 238, of whom 65 have been allotted blocks, 64 left the farm, 71 are still in residence, and 38 are en route to the farm. To ensure sufficient land being made available for returned soldiers, the Government has reserved practically all the swamps along the Murray in course of reclamation, as well as areas of land at Moorook, Berri, and Cobdogla, suitable for the growth of fruit trees, vines, and lucerne. The land will be surveyed in blocks of different size, to ensure a comfortable living if properly worked by the settlers. The actual area will be partly governed by the lay of the country, but the aim of the Government will be to give each settler from 10 to 20 acres altogether of land capable of being irrigated, or swamp land capable of being irrigated, together with a piece of dry land on which to run his stock. An effort will be made to ensure that on every block a small house is erected, most of the land cleared, and 4 or 5 acres of lucerne established, which will supply a sufficient quantity of fodder for the milking cows to be supplied to the settlers. Where there is no lucerne on the block, the Irrigation Department endeavours to lease to the settler a few acres of lucerne until he has a crop on his own block. In this way the settler should secure some return from his block immediately he goes into occupation.

Perpetual leases only are issued for these blocks with the usual conditions as to payment of rent, etc. The rent is fixed by the Government Land Board, but it may be assumed that the cost of swamp areas and the irrigable land, including the water supply, will vary from 35/ to 50/ per acre per annum, according to the quality of the land. The rent of the land above the irrigable portion will average from 3/ to 9/, according to position, clearing, etc. Easy terms in respect to the payment of rent are granted—viz., first year, one-fourth of gazetted charge; second year, one-half; third year, three-quarters; fourth and following years, the full rate.

Under the 'Returned Soldiers' Settlement Act, the Committee is authorised to spend money for the settlers in—

- (a) The clearing, fencing, draining, irrigating, and general improvement of lands leased under the Act;
- (b) The erection of buildings on any such land; and
- (c) The purchase of implements, stock, seeds, plants, trees, and other things as may be deemed necessary for the successful occupation and cultivation of the land.

In practically all instances the men dealt with have possessed no capital of their own. A cottage and sheds have been erected for them, up to a maximum of £250. In addition, the Committee has power to purchase, for each man, farming plant and stock up to a total value of £500.

The Committee retains the right to control both technical and business transactions of returned soldiers until such time as their indebtedness to the Government has been completely liquidated. In the matter of land tenure, other than on the Murray, all settlers are given the option of taking up covenant to purchase agreement on a 64 years' repayment basis, at 4½ per cent. interest; or else a perpetual lease at 4 per cent. on capital value.

As far as practicable, all suitable Crown Lands throughout the State have been ear-marked for allotment to returned soldiers, and while the Committee strongly favours the idea of settling considerable numbers of men in close proximity to one another, it is considered to be in the interests of the soldiers themselves that a sprinkling of thoroughly experienced settlers, who may not be returned men, should be made, in order that their methods may be observed by the soldier settlers.

The following is a summary showing the applications received by the Committee to 30th June, 1918, and the manner in which they have been dealt with—

Applications dealt with by Committee	709
Applications approved	681
Applications not approved	28
Applications approved, but lapsed or withdrawn.. . . .	63
On Training Farms	112
Left Training Farms without being allotted blocks	82
Approved for allotment of blocks	412
Allotted blocks	227
Blocks surrendered or cancelled.. . . .	13

The expenditure in connection with soldier settlement will run into several millions of pounds, but if we can successfully settle only one-third of the men who have expressed a desire to go on the land, we will have accomplished something which will have a material effect on the prosperity of South Australia.

HOUSING RETURNED SOLDIERS AND THEIR DEPENDENTS.

It is a truism that "the home is the basis of society"; but as to what kind of a basis the homes of a nation form for its social life depends, of course, upon the homes themselves. While not desiring to touch upon the ethical side of the question, it may be permissible to say here that the influence of environment is a factor to be reckoned with when dealing with the subject which the word "home" implies. The provision of dwelling places, so essential to the constitution of "homes," is intimately connected with town planning, and the fact that this matter has of late enjoyed a much larger measure of public sympathy is proof that the hands of Governments will be strengthened in the action which is being taken to enable returned soldiers to acquire fit dwellings for themselves and families. The money advanced in this direction is invested in "real property," and, if judiciously managed, a scheme of housing should represent a sound financial proposition. It is a form of assistance which is keenly appreciated by the returned soldier, and it engenders a spirit of independence which leads to self help. While the married man is not slow to see the prospect of being freed from an everlasting rent bill, the very liberal terms which are offered will also, without doubt, encourage the single man to settle down in a home of his own.

In South Australia, soldiers' homes are provided under the powers conferred by "The Advances for Homes Acts, 1910-17," which are administered by the Board of Trustees of the State Bank.

PERSONS ENTITLED TO ADVANCES.

The persons who are qualified to obtain the advantages of the Acts are—

- (a) A returned soldier; or
- (b) The widow or one of the parents of any such person as is referred to in subdivision (a) of the definition "returned soldier" contained in this subsection, who has heretofore died or hereafter dies from wounds inflicted, accident occurring, or disease contracted whilst on service in the war in which His Majesty is at present engaged.

In this subsection "returned soldier" means any person—

- (a) Who has been a member of the Australian Imperial Force, or of any other naval or military force raised in the Commonwealth by the Minister of Defence for service outside the Commonwealth in the war in which His Majesty is at present engaged, or, having been, at the commencement of such war, a bona fide member of this State, has afterwards become a member of any naval or military force raised in any part of His Majesty's Dominions for service in such war outside the country wherein such force is raised; and
- (b) Who has received his discharge from service. But does not include—
 - i. Any person whose discharge from service was due to incapacity resulting from, or otherwise arose out of, his own default or misconduct; or
 - ii. Any unmarried person.

TERMS OF ADVANCES.

The Board may, for any persons entitled to benefit under the Acts, provided his income does not exceed £300 per annum—

- (i.) Purchase a block of land, and erect thereon a dwelling house as a home for himself and his family;
- (ii.) Build a dwelling house on a block of land belonging to the applicant;
- (iii.) Purchase a house and land enclosed therewith; or
- (iv.) Discharge any mortgage already existing upon a holding, provided the total amount advanced does not exceed £600 to any one person.

The advances are for a term of 50 years, and carry interest at the rate of $4\frac{1}{2}$ per cent. per annum, and are repayable by monthly instalments of principal and interest of $\frac{8}{5}$ per centum, which liquidates the advance, with interest, in 50 years.

The land with respect to which an advance has been made is exempt from rates and taxes, State and Municipal, for 5 years, and the Board is authorised to underwrite any insurance that may be necessary, collecting the premiums monthly at the same times as the instalments in respect to the advance.

The fee simple of the land purchased is vested in the Board, and the returned soldier is not entitled to a transfer into his name until he has held the property for 10 years, in the interim he being a tenant of the Board.

Under the special provision for widows and widowed mothers of deceased soldiers, the Board may purchase an existing house and land, and let same to any such widow, at a rental not exceeding 6/- per week, for so long as she remains a widow. In this case the rental will repay in 50 years half the cost of the building, which, at the end of the tenancy, will remain the property of the Crown.

A widow who has entered into an agreement under these provisions has the right to convert her agreement into a purchase agreement under the former provisions of the Act for the purchase of the house.

Although the Act was passed as recently as 15th November, 1917, the Board has already dealt with over 1450 cases, and has actually provided homes for 565 returned soldiers or widows, at a cost of £298,112, an average of £427 6/1; and, in addition, there are now contracts let for about 350 houses, which are to cost, approximately, £175,000.

Applicants are allowed to select their own land, or the houses they require, in any suitable locality. Where a house already existing is desired, the Board inspects same free of cost, and if found to be substantial and in good order, purchases same.

In the case of land required upon which to erect a house, the land is inspected, and, if found suitable, purchased. Plan and specifications are then required, and the advance is determined.

The greatest freedom is allowed to applicants in the selection of plans and designs; but the Board keeps sets of plans that are available to any applicant who has not a design of his own. Inspections are made from time to time as the building progresses, and payments on account are made on the certificate of the Inspector-General. It is intended that after erection all houses shall be visited periodically by the inspectors, to see that they are maintained in good order and condition.

MISCELLANEOUS.

Land settlement and housing, although constituting probably the principal work which will be undertaken by the State Governments towards repatriation, are not by any means the limit of responsibility. There are spheres of activity beyond the Commonwealth operations; but in all instances there should be co-ordination and sympathetic co-operation between the Federal and State Governments. In South Australia the machinery of the Education Department, including the School of Mines and Industries, is being utilised in connection with vocational training, the Department, subject to certain conditions, effecting the necessary arrangements for teachers, equipment, and, in certain cases, new buildings. The expenditure therefor is recouped by the Commonwealth Repatriation Department.

Afforestation furnishes a splendid opportunity for the employment of returned men, and, with the extension of planting operations, an appreciable number could be engaged. This would apply, however, more particularly to the men who return at the conclusion of hostilities with health unimpaired, as the bulk of work to be performed on forest areas is more or less arduous, and requires physical strength and endurance.

An arrangement which more particularly concerns the dependents of returned soldiers, but which nevertheless can justly be included under the heading of Repatriation, was made by the Government of South Australia, for the Public Trustee to administer the estates of deceased soldiers who died on active service, and it was agreed that no charge for commission should be made. The number of estates administered by the Public Trustee up to the present is 1,172. Besides remitting the commission charges, no deduction has been made for Succession Duty where the persons entitled are the widow, dependents, or parents of the testator or intestate. Such assistance, performed by capable and sympathetic officers, is of inestimable value to the bereaved, the majority of whom know little even of the rudimentary procedure to be followed in such cases. The cost to the State is comparatively small, whereas the amount saved in the administration of the many small estates is a consideration to the legatees.

Division II.—CONSTRUCTIVE PROPOSALS.

INTRODUCTORY.

In a recent address to the British Town Planning Institute, Mr. Thomas Adams* (Town Planning Adviser to the Commission of Conservation, Canada), said—

* First President, Town Planning Institute of Great Britain, also late Town Planning Adviser to the English Local Government Board, Secretary British Garden Cities' Association and First Garden City (Letchworth).

"Town Planning is a movement much wider in scope, and more important, than the term itself

implies. In my judgment, it should include nothing less than the control and direction, on scientific principles, of all forms of civic growth, and all kinds of land development in the country, as well as merely in the town—including such growth as merely consists of a change from one kind of development to another."

Accepting this authoritative interpretation of town planning, as applied to rural or urban areas, any discussion of "Soldiers' Settlements, covering repatriation in relation to the establishment of new industries for returned soldiers, and the town planning problems connected therewith," opens up a wide range for constructive proposals. Their scope, in fact, becomes all comprehensive.

In this division, however, we cannot do more than confine discussion to three questions, all of which are dependent on the skill of the town or rural planner for expression. The idea of the self-contained and self-supporting soldiers' settlement, whether rural or urban, is one that readily appeals and captivates popular imagination. Analysis, however, discloses strong objection. It savours over-much of segregation, that is undesirable, both from economic and social standpoints. Where primary production is desired, "back to the land" is a theory much exploited and favoured by people of philosophic outlook, most of whom persistently refuse to live anywhere themselves except in the large and populous centres of urban life. As a solution to the difficulties of repatriation, its practical utility is limited, and governed largely by the number of soldiers who possess the natural inclination and aptitude, as well as the desire to avail themselves of the special facilities offered them by a grateful State. A large class of soldiers, however, will not desire "the simple life," but look for, and certainly expect, urban or semi-urban occupations, especially where the war has unfitted them (temporarily or otherwise) for any other means of livelihood.

In any proposal, undue segregation must clearly be avoided, in the best interests of the soldier, as well as the State. This is likely to be achieved only where the "soldiers' settlement" is not consciously planned as a distinct unit, separated from ordinary development—rural or urban. In other words, repatriation works or undertakings generally are likely to be more successful if they are regarded and treated as part of the post-war industrial and social reorganisation and development of Australia. The new era ushered in with peace is likely to bring the Commonwealth many important developments, including more people than the soldiers who return after having won for her the widest recognition in all civilised countries, both new and old. Town planning and rural planning, embracing repatriation, is a fundamental requisite preliminary and essential to such reorganisation and developments, if Australia is to avoid the costly errors of other countries, where immigration to town and country has been encouraged without sufficient planning in anticipation thereof.

In support of the contention that repatriation should, as far as practicable, be treated as part of national reconstruction and development, in both urban and rural areas, it must be recalled that when war came, our soldiers, young or mature, were all engaged in the normal activities of town and country. Society generally knew them not by any special or conspicuous distinction of service, other than that earned by individual merit. War took them out of numerous and varied avocations. It may have brought them honour and glory, but it has certainly given them the very strongest claim upon the consideration of their country. That claim, in most instances, is certain to be based upon something more than return to their original life and occupations, inasmuch that with the majority, the earlier hopes, ideas, and energies, indigenous to Australian youth, have undergone complete dislocation. The wider knowledge and aspiration that comes with travel and adventure in strange countries is with them instead. For them a change in physique has been accompanied by a revolution in outlook. The greatest hope for repatriation, therefore, is where constructive proposals are framed to supply a variety of occupations in town or country, and where also they are made to fit in and become part of national development. Therefore, the basis upon which the various schemes which follow are contemplated is that of settlement, industry, housing, and environment generally (both urban and rural), treated as part of the general economic and social reconstruction which the coming of peace will demand.

Various proposals, based on this objective, are being formulated in South Australia, but in one instance only have opportunities been available to make proper investigation upon which a preliminary scheme could be based. The proposals include—

1. Industrial garden city, with factory area and up-to-date facilities for urban manufacture, adjacent to and in direct contact with docks and railways, and proper residential environment, for those employed therein.
2. One or more semi-rural settlements on land suitable for dairying, on the outskirts of metropolitan Adelaide (or other urban centres where soil and climate are suitable), planned with the object of rendering co-operative action by adjacent settlers not only obviously advantageous, but unavoidable.
3. Garden suburb, for housing of all classes, including a proportion of returned soldiers, suited for the settlement and accommodation of persons engaged in urban occupations.

These three proposals by no means constitute the scope of South Australia's programme of settlement in relation to repatriation. Moreover, none of them, as yet, have been submitted for discussion by the South Australian Government. They are sketched mainly in outline, for consideration by the Conference, so as to afford a basis for discussion, and subsequent consideration.

1.—INDUSTRIAL GARDEN CITY.

The site of this scheme is adjacent to the City of Port Adelaide, and the low-lying and extensive areas adjacent thereto, at present, are bounded by the Port River and certain railways in its vicinity. Much of the area, at certain seasons of the year, is subject to tidal inundations, which penetrate along the numerous and far-flung arms of the river, in well-defined but shallow waterways.

The low-lying portions of the area lend themselves readily to dredging operations and economic reclamation. The South Australian Harbors Board has already acquired a large slice of such area, with a view to future developments. Part of those developments are already embodied in a large scheme of harbor and dock extensions on the eastern bank of the Port River, adjacent to existing wharfs at Port Adelaide itself.

These proposals are now before the Government. Adjoining the new docks, a further extensive area has been acquired by the Railways Commissioner, where it is proposed to locate and lay out the chief terminal railway goods yards of the State. The existing facilities, adjacent thereto, are no longer suited for the export and import trade which concentrates at the largest of the South Australian ports.

Adelaide and suburbs, at present, have no well-defined industrial area, although some of the principal manufacturing premises are located in the suburban districts immediately west of the city; also adjacent to the Mile End goods and Port railway lines. But, in addition, numerous factories for the making of furniture, jams, soaps, boots, etc., have invaded residential areas in recent years, and valuable properties have depreciated accordingly. A modern industrial area, adjacent to the proposed new docks and railway goods yards, and equipped with up-to-date facilities in favour of economic production, would be an advantage to all concerned.

Such an area at present could well be located on the unbuilt lands east of the site of the new railways goods terminal yards, above the areas subject to tidal inundations. The lands, yet to be proclaimed, would serve for future extensions of either docks, railways, or factories, and during the process of reclamation provision might readily be made for canals or channels, which would afford direct access by water into the factory area itself.

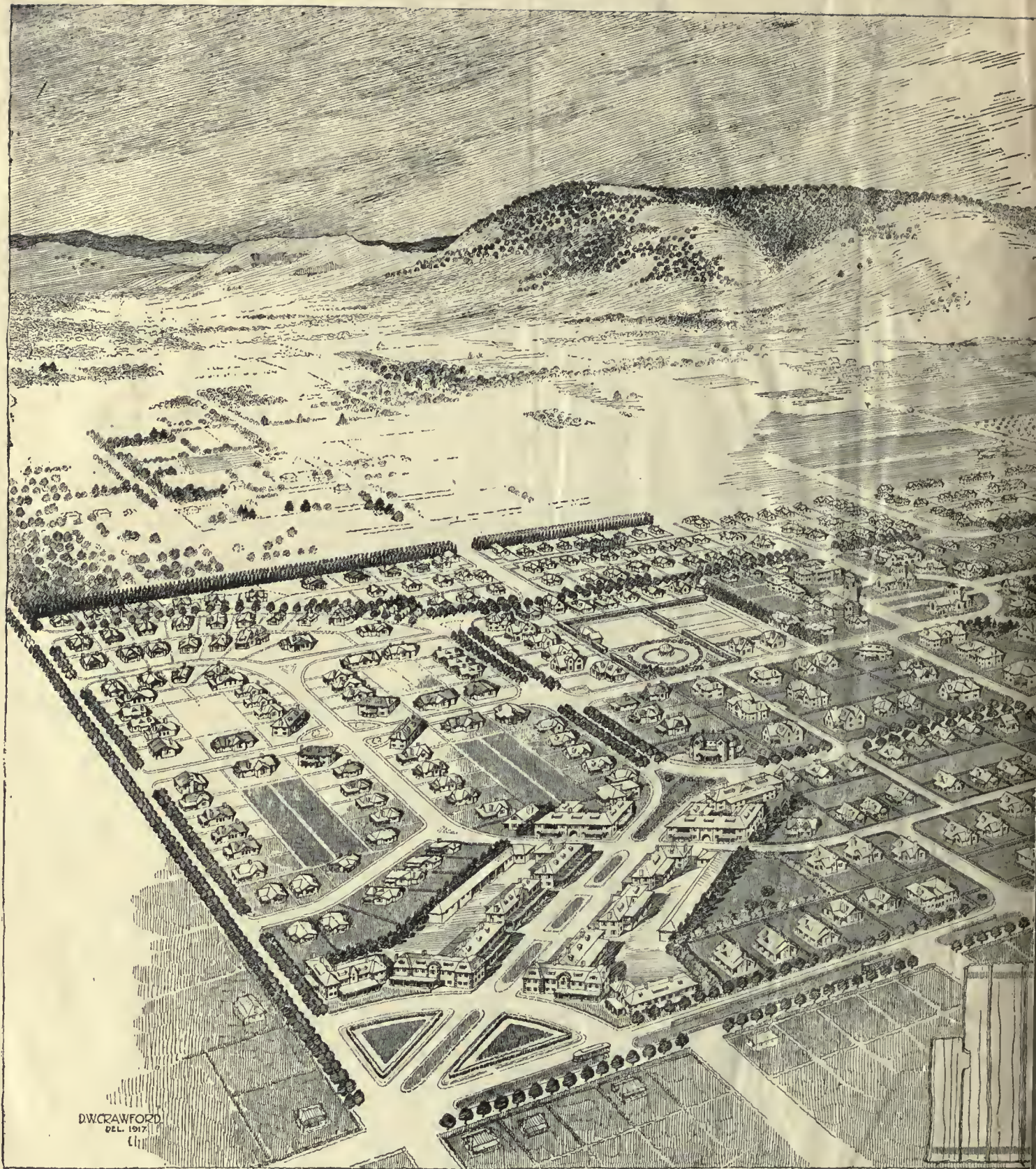
Part of the scheme necessarily includes facilities for residential occupation. A large area of land but sparsely built upon, and separated from the factory area by an existing railway, is available for such purpose, and could be so planned that electric car transit would bring the residential area well within ten or twelve minutes of the principal shopping and amusement centres of the city of Port Adelaide. The site of the garden suburb also would be in the vicinity of principal suburban railways, connecting the port with the city itself.

Such a scheme obviously presupposes the passage of a Town Planning Act suitably framed to permit the State and the statutory authorities concerned to co-operate with the local authorities in laying down plans and proposals that could provide, on modern lines, for the development in trade and industry, likely to occur within the next twenty or thirty years. At present, however, there is no Town Planning Act, and the working out of the details has yet to be consummated. But in such manner South Australia might well consider the methods and practice which should precede and provide for the establishment of the new urban industries, where returned soldiers could obtain not only the means of livelihood, but the facilities for residence where modern science demands that they should have, in place of existing conditions, in city or suburbs, where houses of limited price or rent are in demand.

2.—SEMI-RURAL SETTLEMENT SUITABLE FOR CO-OPERATIVE DAIRYING.

The proposals in this connection emanate from Professor Perkins, Director of Agriculture, in this State, who has outlined certain ideas, without reference to any particular site, but which appear essential to practical application. This scheme necessarily contemplates the inclusion of a number of returned soldiers in its scope. There are, he says, few rural occupations better calculated than dairying, to give stability and permanency to closer settlement; and if consideration be had of ability to dispose of rural products on the markets of the world, there are few, if any, rural industries susceptible of wider and more profitable expansion. Unfortunately, it must be confessed that the average South Australian does not take readily to dairying. General co-operative effort in work, however, judiciously applied, and the widest possible use of modern mechanical appliances, will do much towards whittling away these obstacles of progress. Hence, on this line of thought, settlements, the foundation business of which is to be dairying, should from the outset be laid out on lines calculated to render co-operative action inevitable. Well conceived schemes of this character will present the additional advantage of throwing neighbouring families into closer contact than country conditions usually permit of, and of rendering possible the development of loosely connected quasi-village communities, with their attendant social advantages.

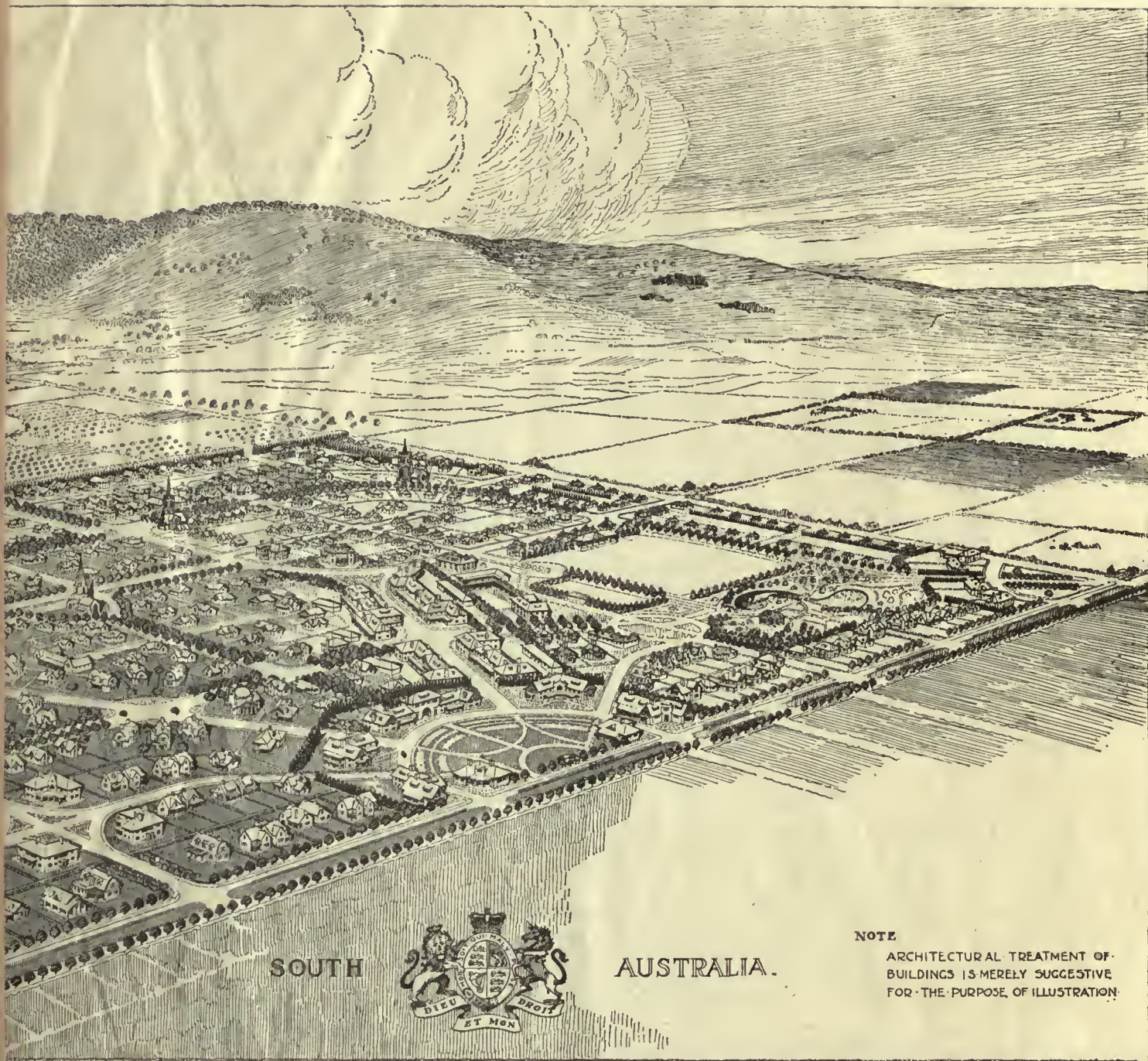
With these objects in view, but in the most general way, and with every consideration for varying topographical features, it is proposed that, instead of sub-dividing land intended for dairying into the usual adjoining quadrilateral blocks, which leave it open to settlers to place insuperable distances



D.W. CRAWFORD
DEL. 1917

No. 2.—GENERAL VIEW OF THE PROPOSED MITCHAM GARDEN SUB- CONJUNCTION

The area (298 acres) is situated about three and a half miles from Victoria Square
out a Garden Suburb in accordance



NOTE

ARCHITECTURAL TREATMENT OF
BUILDINGS IS MERELY SUGGESTIVE
FOR THE PURPOSE OF ILLUSTRATION.

MITCHAM · GARDEN · SUBURB · ADELAIDE ·
 AIR'S EYE VIEW OF THE PRELIMINARY DESIGN PREPARED FOR THE
 SOUTH AUSTRALIAN GOVERNMENT BY CHARLES C. READE TOWN PLANNER.

PROVIDING FOR THE HOUSING OF RETURNED SOLDIERS IN
 OTHER CLASSES.

de, and was purchased by the S.A. Government in 1916 for the purpose of laying
 principles of Modern Town Planning.

between their respective steadings, to lay out a complete settlement, where the dairying blocks will as much as possible, be made to radiate from a common centre, around which would be suitably grouped dwelling houses, farm buildings, co-operative buildings, and all the equipment of a reasonably social group. In principle, therefore, this would give a central village community, with dwelling houses, not, indeed, in immediate contact one with the other, but sufficiently close for social intercourse, and with revenue earning farm lands extending fan-shape to the rear of each stading.

In making this proposal, no actual site is in mind. The object is simply to outline certain ideas that seem essential to any such scheme. It is assumed that a public roadway would traverse the common central area of such a settlement; and upon it would abut radially secondary roadways, dividing off alternate farm lands. The actual space covered by this common central area will vary, naturally, with circumstances, chief among which would probably be the number of small farms which could be conveniently linked together in co-operative bonds. On this common ground would be erected co-operative milking sheds, fitted up with modern milking machines, which are now admitted to be of great practical value. At no great distance would be placed the co-operative creamery, in which the milk of all the settlers would be separated for market, under the best and most hygienic of conditions. This would insure that the cream of the settlement would reach the butter factory in perfect condition from day to day, instead of accumulating and deteriorating on small farms, until the quantity available warranted a visit to the factory, or to the railway station, as is too often the case under present conditions. The management of milking sheds and creamery had preferably be left in the hands of a competent man, who might possibly be one of the settlers, or else a paid servant of the settlement. An obvious alternative to this arrangement is that competent settlers should, from month to month, relieve one another in this work for the common good. And thus, very simply, would be considerably lightened both the tedium and the tie of the milking hour, which has driven away many a likely settler from dairying.

It is anticipated that settlers would naturally own, co-operatively, bulls of the most promising type; and unless taken in charge by individual settlers, it seems probable that their yards, shelters, and exercise ground would find a place on the common central area. The same may be said of boars and other male breeding animals, which can, as a rule, be acquired advantageously by small settlers only when the latter are acting co-operatively.

Similarly, a chaff-cutter and engine are generally beyond the means of the small settler, who, in the circumstances, has to pay toll to the local chaff merchant. Hence, in a community such as contemplated, a central co-operative chaff-mill would meet essential local requirements. To this equipment, too, might perhaps be added with advantage large co-operative ensilage pits, or silos. It must be admitted that in the handling of the latter certain obvious difficulties may be anticipated. They are, however, not likely to prove insuperable.

Recreation grounds, a common meeting hall, and possibly a co-operative store, would complete the essentials of the common central area.

The cutting up of land on the lines suggested may, at first sight, appear to result in individual farms awkward and unworkable in shape, because of their tendency to taper away from the main centres of activity. We are, however, dealing with essentially livestock farms, on which such blemishes are of inconsiderable importance. As a matter of fact, these fan-shaped farms, with steadings at the narrow end, admit very readily of small home paddocks, and larger fields in the background, which arrangement is in perfect keeping with the most approved every-day practice. The most serious objection that can, perhaps, be made to farms of this design is that the stading is necessarily excentral—a defect, however, of minor importance on the small farms we have in view; and if defect it be, it is more than amply balanced by the many advantages that could not be realised in any other way.

As to the grouping of the remaining farm buildings on individual farms, it must vary considerably with local topical features, and essentially with local drainage conditions. In addition to dwelling houses, these buildings need not consist of more than shelter sheds and storage rooms required for working teams, pig sties, calf yards, and such shelter as is deemed necessary for milch cows in the depth of both winter and summer.

Division III.—GARDEN SUBURB.

More definite proposals than those outlined in (1) or (2) have been formulated in respect to a modern garden suburb, providing for the housing of the returned soldier engaged in urban occupations, as well as other classes of the community. The site proposed (298 acres) was purchased in 1916 by the South Australian Government for such purpose, but with the advent of war the greater part of the area has been used for, and is at present known as, the Mitcham Camp. It lies about three and a-half miles from Victoria Square—the centre of the city. It lies, also, close under the Adelaide Hills. As the details of the project are illustrated herein, and will be explained to the Conference, I need do no more than traverse the main outlines. The plans and proposals have been prepared by the Government Town Planner (Mr. Charles C. Reade), but, as yet, have not formally been submitted to the South Australian Government for consideration.

THE PRELIMINARY PLAN.

The site (75.14 chains in length) is practically level passing from north to south, whilst east to west, for the greater part, there is a regular cross fall of about 50 feet in a distance of 39.98 chains (total width). Towards the south and west boundaries there is a natural dip in the ground, into which at the present time the camp drainage is conveyed, and allowed to percolate away. The obvious use for this area is that of a park, and, as the deed of purchase stipulates that at least 10 acres shall be so reserved, provision has been made in the plan to locate the principal park and recreational area accordingly. The site is otherwise devoid of topographical feature, other than a slight rise at the extreme southeast corner, where the land commences to ascend towards the foothills. Use has been found for this rising ground by placing a principal church thereon, on the axis of the main circumferential avenue, traversing the suburb.

The plan anticipates the extension of the electric car route, which at present terminates less than half a mile away, at Goodwood. This extension will provide the chief means of transit to the suburb from the city. Suburban railway stations are situated also close to the eastern boundary of the area, but as factors in aid of development, their sphere of influence at present is limited by distance, and existing train services. Provision for the proposed car route is made by widening the Goodwood Road (66 feet), where it adjoins the suburb, to $1\frac{1}{2}$ chains in width. The design of this main arterial route is shown in illustration No. 3.

INFLUENCES UPON DESIGN.

Certain existing features and circumstances necessarily influence the design. Briefly, these are—

1. The site, for its entire length (75.14 chains), is traversed by hot winds in summer, travelling from north to south.
2. The disposal of storm waters coming from the hills, both in volume and velocity, require to be provided for.
3. The utilisation of certain roads constructed for the purposes of the camp, together with an existing dwelling—the old farm house.
4. Temporary preservation of certain clumps or plantations of eucalypti, the life and utility of which appear to be limited.
5. The installation of deep drainage at the camp, with a view to the subsequent utilisation of the service.
6. Avoidance in street lines as much as possible, of parabolic or irregular curves, so as to simplify the problems of the surveyor.

PRINCIPAL CENTRES.

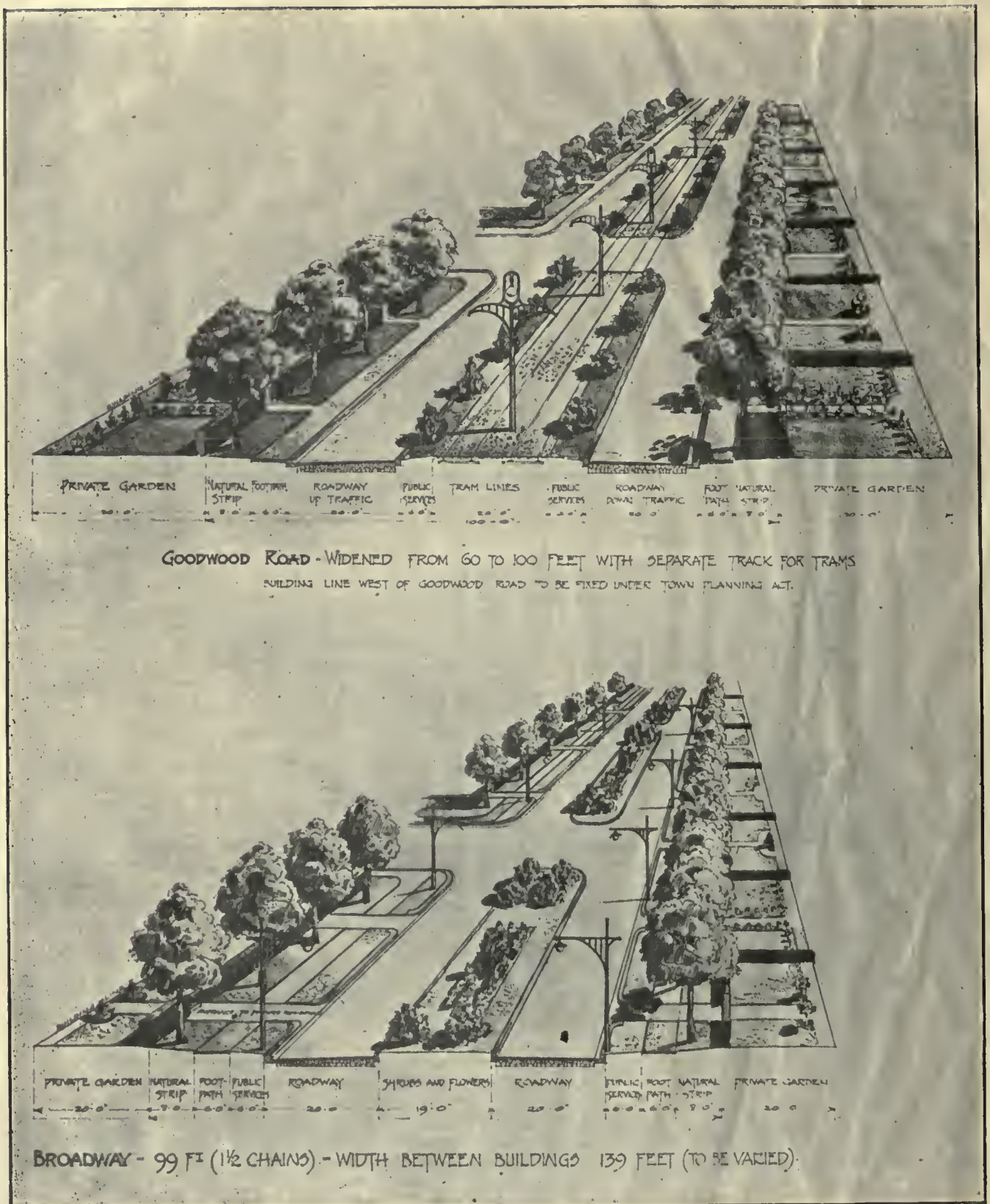
The principal centres of the proposed plan are as follows—

1. Main entrance or circus, adjacent to tram line, enabling pedestrian and vehicular traffic concentrated at this point to enter or leave the suburb without interference one with another, and around which are grouped certain commercial buildings, offices, shops, etc., adjoining the principal shopping centre itself.
2. Central Square, the principal aesthetic feature, containing public buildings, including churches and recreational institute (with games and rest park in rear). The buildings are placed to make architectural terminals to main avenues, and, subsequently, their detailed planning will be co-related in accordance with a unified design.
3. Administrative Centre, comprising Town Hall, Fire Station, Public Offices, etc., architecturally co-related, and treated as above.
4. Shopping Centres.—The principal centre (No. 1) is adjacent to the main circus, from which the initial development will begin. Shopping centre No. 2 is proposed to be kept in reserve until the final stages of development are reached. Both areas are intended to be treated architecturally as in (2).

ROADS AND AVENUES.

These centres are linked up by a radial network of streets, designed to direct and concentrate the flow of through traffic along the routes specially constructed for their use, and away from residential streets, where lighter and more economical construction, providing amenity, as well as utility, is proposed. These roads (apart from the main arterial route aforesaid) comprise—

1. Broadway (99 feet wide), double track avenues and floral or botanic treatment, and terminated at either end by the two principal public buildings. (See illustration No. 3.)
2. Parkway Avenue (80 feet wide), encircling the suburb, and passing through the principal park en route, also connecting the main diagonals entering the suburb, in accordance with the direction of traffic. (See illustration No. 3.)
3. Secondary traffic and shopping streets, varying from 66 to 80 feet in width.
4. Residential streets, planned as above, and varying from 42 to 52 feet in width.



No. 3.—TYPES OF PRINCIPAL ROADS, MITCHAM GARDEN SUBURBS.

The scheme also provides for a parkway, 82½ feet wide, with four rows of trees encircling the suburb and passing through the park en route, and residential roads not less than 40 feet wide (in accordance with existing law), with building line regulation throughout.



AUSTRALIA

SOUTH

MITCHAM GARDEN SUBURB ADELAIDE

PRELIMINARY DESIGN PREPARED FOR THE SOUTH AUSTRALIAN GOVERNMENT

By H. M. C. Smith, F.R.S.



No. 1.—MITCHAM GARDEN SUBURB

The scheme provides for two shopping and business areas, No. 1 adjoining the circus, constituting the main entrance to the suburb, from which the roads radiate by direct routes to the different districts. No. 2 is proposed to be held in reserve for the present. The plan provides for a central square, with public and ecclesiastical buildings, correlated architecturally, including the recreational institute forming the western terminal to the Broadway, 1½ chains wide. Recreation pavilions, lawns, and rest park are shown in rear of the institute. The eastern terminal is provided by the principal municipal building whilst other public offices are similarly placed, with a view to proper setting and public convenience.

Building line requirements are provided for in every street, so as to ensure a greater width between the buildings than that of the street itself.

Where streets junctions, or a traffic centre, are created, houses and buildings are placed to afford the maximum of visibility to traffic, and thus minimise the risk of accident.

PUBLIC UTILITY WAYS.

In addition to streets and roads, public utility ways are provided for, so as to enable the installation and reticulation of sewerage works to be effected along the most direct and economical lines, without reference to roads or expensive street works. These ways are planned 16 feet wide, in accordance with the requirements of the Hydraulic Engineer. At the entrance to or from streets they will be closed to vehicles or animals by a series of posts, but otherwise they will be open to the public for use as public footways, providing direct routes to trams, etc.

Provision is also made for placing in these ways gas mains, telephone cables, or poles, etc. The objective, again, is economy, also the preservation of the appearance of the street, as well as the foliage and growth of its trees.

PUBLIC BUILDINGS AND RESERVES.

The preliminary design (see illustrations Nos. 1 and 2) provides a number of sites for public buildings and sundry reserves, some of which ultimately will be disposed of in the usual way. Sites for two schools, primary and technical, adjoin the Children's Playground, which is treated as part of the landscape features of the park and recreation area generally. An open air swimming bath is included in the recreational equipment. It is placed at the highest point within the park area, and will be so built that the waste waters can be run off and used for the maintenance of gardens and the ornamental lake.

Adjacent to the park entrance is placed also a proposed home for the aged. The accommodation will provide mainly for the parents of persons resident in the suburb. A cottage hospital and convalescent home is also included, as well as ecclesiastical buildings, theatres, fire station, hostel, etc.; also municipal depots.

FOR RETURNED SOLDIERS.

Special provision for returned soldiers is contemplated on a special reserve overlooking the park, where it is proposed to place a medical block equipped with baths, massage and electric curative installations. Also adjoining it a technical institute, where various crafts, such as printing, weaving, building, woodwork, etc., can be acquired.

HOUSES AND ALLOTMENT GARDENS.

The garden city principle of allotment gardens or open spaces, placed in rear of residential allotments, has been followed in the case of houses intended for soldiers or other persons of small means. The freehold of these areas will be retained by the controlling authority, and the use of the land allowed at small rentals for such purpose as may best suit the residents, whether productive or recreational.

No standard size allotment is adopted, but the minimum area in individual cases is not less than 6000 square feet, and this only where the allotment itself adjoins an open space in rear, as above. Otherwise houses and allotments are provided for all classes, and distributed in groups throughout the suburb, in order to avoid undue segregation of persons more or less of a class or type. The allotments generally are planned on the basis of wider frontages and shallower depths than those usually provided in the suburbs of Adelaide.

TABLE OF AREAS.

	a.	r.	p.
(a) Garden suburb	298	1	37
	a.	r.	p.
(b) Roads, public utility ways, etc.	95	0	0
(c) Sites for public buildings, shops, etc.	23	0	0
(d) Reserves (including allotment gardens and sites to be sold later)	30	0	0
(e) Parks and recreational reserves (10 acres compulsory)	19	0	0
(f) Area of allotments	131	1	37
	<hr/>		
	298	1	37
Number of building allotments, omitting (d)	596		
Average area per allotment		0	0 36

FOOT FRONTAGES.

	feet.	feet.
Salable foot frontage (allotments)	40,779	
Salable foot frontage (shops and offices)*	6,200	
Salable foot frontage (reserves or lots to be sold later)	1,360	
Total		48,339

* This total does not include sites for churches, theatres, hostel, etc., which possibly will be purchasable at a price or become revenue producing in time. For the purposes of the present estimate, however, they are omitted.

ACTUARIAL ESTIMATE OF EXPENDITURE AND REVENUE.

	£	s.	d.	£	s.	d.
The Land cost				20,193	13	9
And assuming the cost of water and sewerage (not including connections) to be	19,360	0	0			
Roads, etc.	22,450	0	0			
Public buildings—						
Recreation Institute	£2,500	0	0			
Town hall	5,000	0	0			
Parks, children's playgrounds, etc.	4,500	0	0			
	12,000	0	0			
Initial expenses, planning, and survey	996	6	3			
				54,806	6	3
Or a Total Expenditure of				£75,000	0	0

And that the expenditure of £54,806 6/3 (which excludes the land) is spread over a period of, say, 20 years, the annual charge to the undertaking for these services would be approximately £2,740 6/3, and with the roads made, and water and sewerage services supplied, the allotments (possessing town planning amenities and protection) should sell readily at from £1 to £3 10/ per foot.

There are 48,339 frontage feet, and the prices may be set down as follows:—

10,779 feet at £1	£10,779
10,000 feet at £1 10/	15,000
20,000 feet at £2	40,000
6,200 feet (shops and offices) at £3 10/	21,700
1,360 feet (lots to be sold later) at £2	2,720

48,339 £90,199 or, say, £90,000

Assuming that these are sold within 20 years, or £4,500 worth are sold per annum, the following table shows how the undertaking would work out in that period:—

			£			s.			d.			Services.			Interest (5 p.c.).			Total.			Sales.		
			£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
1st	Year	..	Land	20,193	13	9	2,740	6	3	1,146	14	0	24,080	14	0								4,500
2nd	Year	..	Balance	19,580	14	0	2,740	6	3	1,116	1	0	23,437	1	3								4,500
3rd	Year	..	Balance	18,937	1	3	2,740	6	3	1,083	17	3	22,761	4	9								4,500
4th	Year	..	Balance	18,261	4	9	2,740	6	3	1,050	1	7	22,051	12	7								4,500
5th	Year	..	Balance	17,551	12	7	2,740	6	3	1,014	11	10	21,306	10	8								4,500
6th	Year	..	Balance	16,806	10	8	2,740	6	3	977	6	9	20,524	3	8								4,500
7th	Year	..	Balance	16,024	3	8	2,740	6	3	938	4	6	19,702	14	5								4,500
8th	Year	..	Balance	15,202	14	5	2,740	6	3	897	3	0	18,840	3	8								4,500
9th	Year	..	Balance	14,343	3	8	2,740	6	3	854	0	6	17,934	10	5								4,500
10th	Year	..	Balance	13,434	10	5	2,740	6	3	808	14	10	16,983	11	6								4,500
11th	Year	..	Balance	12,483	11	6	2,740	6	3	761	3	4	15,985	1	8								4,500
12th	Year	..	Balance	11,485	1	8	2,740	6	3	711	5	4	14,936	13	3								4,500
13th	Year	..	Balance	10,436	13	3	2,740	6	3	658	7	0	13,835	6	6								4,500
14th	Year	..	Balance	9,335	6	6	2,740	6	3	603	15	7	12,679	0	4								4,500
15th	Year	..	Balance	8,179	8	4	2,740	6	3	545	19	8	11,465	14	3								4,500
16th	Year	..	Balance	6,965	14	3	2,740	6	3	485	4	0	10,169	4	6								4,500
17th	Year	..	Balance	5,689	4	6	2,740	6	3	421	9	6	8,851	0	3								4,500
18th	Year	..	Balance	4,351	0	3	2,740	6	3	354	11	3	7,445	17	9								4,500
19th	Year	..	Balance	2,945	17	9	2,740	6	3	284	6	2	5,970	10	2								4,500
20th	Year	..	Balance	1,470	10	2	2,740	7	6	210	10	8	4,421	8	4								4,500
				£54,806			6	3											95,000				

ADMINISTRATION AND CONTROL.

The whole scheme will require to be the subject of special legislation, under which administration and control is proposed to be vested in a Board consisting of not more than three members, the personnel of which will probably include—

- (1.) A financier, with knowledge of real estate, housing, etc.
- (2.) A technical expert.
- (3.) A local government representative.

In the first instance, all three will be appointed by the Governor, but as population multiplies, and the local interests acquire one-third of the residential area, it is intended that (3) shall be elected from the community direct by the residents to the Board. Similarly, when two-thirds of the area are settled, two local members will be elected in place of (2) and (3). Finally (1) will make way for a third resident, when the whole area will either become a separate municipality, or be absorbed by an existing local authority. The collection of rates (other than water and sewerage) in the meantime, and the maintenance of roads, etc., will be the function of the Board.

The Board will have the services of a Manager and a Supervising Architect, whose chief duty will be to approve designs of all buildings proposed to be erected in the area. The Supervising Architect will not design buildings, as a rule. The policy of the Board, instead, is to be directed towards encouraging architects in independent practice to design houses and buildings generally.

The Board will be vested with full power to buy, sell, lease, exchange, or otherwise dispose of land in the suburb (or areas immediately adjacent thereto), and generally be responsible for the supervision and administration of the whole project. The basis of carrying out will be that which will eventually return to the Government any charges incurred, including the whole of the moneys invested therein, together with interest at not less or more than five per cent. Any surplus is to be spent on improving the amenities of the area.

The Board is further to be empowered to enter into any arrangement, or make agreements with the State Bank of South Australia, with respect to the cost of erecting any buildings required within the area.

It will also make its own by-laws for the proper control of land, buildings, etc.

Its members will be entitled to fees for attendance at meetings. Salaries will be paid only to the staff.

CONDITIONS OF OCCUPATION.

The land is proposed to be sold outright, and title granted to the purchaser, subject to certain conditions, which are intended to prevent "speculation," or soldiers being deprived of their right of habitation through pressure of economic circumstances. These include—

- (1.) That where sales are effected without permission to transfer having been first obtained, the Board to have the right to repurchase the land back at the original price, and acquire, without compensation, existing buildings at valuation, not exceeding the original cost.

- (2.) Buyers of allotments to commence building operations within two years of purchase.

The Board may also lease or let buildings erected by it, or sites, where it is intended that the freehold shall be retained—namely, allotment gardens, public or semi-public buildings, shopping areas, or allotments otherwise held in reserve.

It is proposed, in the first instance only, to sell allotments at a price which will return neither more nor less than will cover the outlay and expense, as stated above.

The price of each allotment will be determined beforehand, and marked on the plan. Applications to purchase will then be invited. Where there are more than the one applicant for each block, a selection will be arrived at by ballot.

In purchasing his allotment, the buyer will secure also facilities for roads, footpaths, public services, public buildings, and recreation areas, as provided for in the above estimate. In other words, the cost of the land to the successful applicant will include provision for these services by the Board.

RETURNED SOLDIERS.

Special provision will be made for returned soldiers (or their dependents), for whom not less than 200 building allotments will be reserved, interspersed with other residential allotments, intended for normal occupation or sale. The public institutions of the suburb, such as Recreation Institute, Cottage Hospital, Technical School, etc., will be adapted to meet the requirements of men partially disabled, and who desire recreation, rest, or vocational training suited to urban life. Preference will be given to soldiers also in the case of the allotments where they desire to cultivate vegetables, grow fruit, keep poultry, or otherwise indulge in semi-rural occupations.

CONCLUSION.

These, briefly, are the main ideas governing some of the constructive proposals in South Australia for "Soldiers' Settlements, covering repatriation in relation to the establishment of new industries, and the town planning problems connected therewith."

Clearly a fundamental and immediate requisite for dealing with such problems, as part of national development and reconstruction, is an up-to-date Town Planning Act, in which the powers of the State, the Councils, and the statutory authorities concerned, will be adequate for the purpose in view.





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Stockton, Calif.

